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DEPARTMENT OF THE ARMY

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SA

13 January 1943

MEMORANDUM FOR MR. BLACK:

SUBJECT: Psychological Warfare

1. In conformance with a request of the Chairman to restate his proposed problems as each member interprets them, it is conceived that the problems concerning a wartime Psychological Warfare Agency which must be resolved are the following:

a. Determination of the military status of operating and planning personnel in relation to administration, exercise of military authority and provision of individual equipment in:

- (1) Theaters of operation.
- (2) United States.
- (3) Foreign neutral countries not in a theater of operations.
- (4) Foreign allied countries not in a theater of operations.

b. Determination of the logistic requirements, channels and procedures, particularly when utilising Army, Navy and Air Forces personnel to insure availability and procurement of psychological warfare supplies, equipment and personnel when the Psychological Warfare Agency is brought into being.

c. Determination of the communications requirements for a Psychological Warfare Agency and a priority basis for use of available facilities.

d. Degree of and responsibility for coordination between the psychological warfare, Public Relations and Censorship Agencies in the field of operations, the United States, and foreign allied countries.

e. Determination of the command and administrative functions, procedures and channels between various echelons of the Psychological Warfare Agency.

f. Determination of tables of organization and equipment to include competent language and political teams.

g. Coordination of psychological warfare training in the Departments of State, Army, Navy and Air Forces stressing training given to field grade officers and comparable civilian personnel.

OSD & DOS  
review(s)  
completed.

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of the agency, particularly ~~communicated~~ in a theater of operations

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APPENDIX TO PROBLEM TREATMENT

After the Sub Committee agrees and accepts the statement of a problem or other project for work, study, resolution, scheduling, etc., the Sub Committee should indicate the major factors according to the current list or index of major considerations that will be mandatory considerations in the processing of the problem. However, all relevant and related consideration should be taken into account by the individual or team processing the problem, the initial indications of the Sub Committee being for the purpose of bringing together early orientation and guidance as to its appreciation of those aspects which it deems to be of first order importance. This should not preclude revision or adjustments of mandatory considerations during any phase of problem processing.

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## DUTIES OF THE SECRETARY

A Secretary is hereby established charged with the performance of secretarial and such other duties as may be prescribed by the Sub Committee.

The Secretary shall:

- a. Make necessary preparations for and attend all meetings of the Sub Committee.
- b. Record the minutes of the proceedings of the Sub Committee when meeting by themselves or/other governmental or civilian agencies.
- c. Take such action as may be appropriate to implement directives and policies of the Sub Committee.
- d. Refer to appropriate agencies any matter which can be handled without reference to the Sub Committee or which requires study and recommendations prior to its consideration by the Sub Committee.
- e. Follow up action taken in accordance with a. and d. above in order to assure that appropriate effectuating measures have been or are being taken, and maintain a record thereof.
- f. Ensure that all papers presented for the consideration of the Sub Committee are as clear and concise as possible. If in his opinion any revision is necessary, the Secretary is authorized to change the form but not the substance of these papers. He will refer each revised report to the originating member or agency in order that it may be assured that there has been no change in substance.
- g. Provide for the reproduction and distribution of all official papers of the Sub Committee, maintain a record thereof, and provide for their security.
- h. Prepare a record of proceedings of each meeting and provide a copy to each member of the Sub Committee within 48 hours of each meeting. Have such record to be presented for approval at the subsequent meeting of the Sub Committee.
- i. Make a monthly status report to the Sub Committee outlining:
  - (1) The work that has been completed, during the month.
  - (2) A short abstract of:
    - (a) problems, studies, etc., awaiting solution by the Sub Committee.
    - (b) items pertinent to the work of the Sub Committee awaiting approval by higher authority.

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PROBLEM

1. To develop further the implementation and interpretation of SWNCC 304/1<sup>a</sup> as amended by SWNCC 304/6.

PAPERS BEARING ON THE PROBLEM

2. SWNCC 304/1/2 approved 20 April 1947 outlined the initial terms of reference and objectives related to psychological warfare.
3. SWNCC 304/6 approved 8 January 1948 amended the foregoing considerations, outlined guiding principles essential to planning, and approved for implementation preliminary training projects.
4. NSC 4 approved 18 December 1947 outlined the terms of reference and initial steps to strengthen and coordinate foreign information measures.
5. Additional facts and discussion are contained in Appendix A.

CONCLUSIONS

6. It is concluded that:
  - a. The broad plan of organization, Appendix B, which includes an Organization at the Center of Control and an Organization for operating Forces with their supporting charters, missions, functions, and tasks should be approved.

RECOMMENDATIONS

7. It is recommended that:
  - a. The SABMCC approve the foregoing conclusions.
  - b. Thereafter, this paper be transmitted to the Secretaries of State and Defense, and to the Secretaries of the Army, Navy and Air Forces, the Joint Chiefs of Staff and the Director of Central Intelligence, for guidance and appropriate action within the respective Departments and Agencies.

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Plan the action to be taken by the sub committee for Special Studies and Evaluations upon receipt of secret instructions from the President to activate psychological warfare.

**Problem:**

Plan the action to be taken by the sub committee for Special Studies and Evaluations upon receipt of a public declaration of emergency or other public declaration alerting the people of United States to danger.

**TRANSITION****Problem:**

To plan the orderly transition from current governmental organization to war time organization for psychological warfare operations.

**Problem pertinent to the foregoing:**

To examine and study the implications of "short time to mobilize" and "surprise war" related to policies, plans, and studies for immediate employment of psychological warfare with a view to recommending measures to make p. n. t. e. such employment.

**ASSISTANCE TO SUB COMMITTEE****Problem:**

To investigate and report to the Sub Committee on the ways and means of obtaining the services of qualified military and civilian individuals to assist the Sub Committee in its present work and as necessary to permit orderly expansion to meet emergencies.

**POLICY Applicable in time of war or threat of War:**

Plan for the employment of psychological measures in support of the achievement of national objectives related to each of the following situations or conflicts

- a. Employment of atom bombs.
- b. United Nations.
- c. Armed conflict in Italy.
- d. Armed conflict in Greece.
- e. Armed conflict in Zones of Occupation.
- f. Aggression against Turkey.
- g. Political transitions in USSR or "satellite" states.

**or:**

- a. USSR and Satellite states.
- b. China

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- e. Indonesia.
- d. India and Pakistan.
- e. Middle East
  - (1) Zionism
  - (2) Arab League
- f. Mediterranean Area.
- g. Western Europe.
- h. Scandinavia.
- i. Latin America
  - (1) Argentina
  - (2) Central America
  - (3) South America
- j. Africa
  - (1) Egypt
  - (2) Mandated Areas
  - (3) British Colonies

EXECUTIVE ORDERS AND LEGISLATION

Problem:

To prepare drafts of proposed Executive Orders and legislation appropriate to the establishing of a Psychological Warfare Organization including provisions for its Director and the obtaining of allocations of funds essential to the functioning and operations of the Organization.

PRESS AND RADIO

Problem:

To prepare a working plan on the release of information about the unit.

Problem:

To prepare a plan for briefing overseas press and radio representatives and for controlling their communications.

"BLACK"

Problem:

To determine the responsibilities and functions of an organization to conduct "Black" operations, taking into account the related functions and activities of other government agencies with a view of recommending a suitable plan of organization for "Black" operations coordinated and integrated with other related operations.

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**Problem pertinent to the foregoing:**

a. To develop terms descriptive of

- (1) "Black" operations
- (2) "Black" psychological measures
- (3) "Black" propaganda, etc.

which adequately differentiate these from related "white" terms.

b. To examine the potential interactions of the National Military Establishment, the Department of State, and the Central Intelligence Agency pertaining to "Black" operations in time of war (or threat of war as determined by the President) and to derive the necessary coordination and integration features to apply to basic problem.

c. To examine, chart and describe the mutually supporting interrelationships among "Black", "White", Sabotage, Conspiracy, and Subversion as a basis for planning operations.

d. To investigate, collaborating with appropriate JCS representatives, the question:

"Will the Joint Strategic Plans Group of the Joint Chiefs of Staff take over the functions charged to Joint Security Central in SWINCC 158/11/D on 23 October 1948 pertaining to the direction of timing of special operations (Black) initiated from the United States?" and advise the Sub Committee in the premises.

e. To chart the relationships as among the activities and agencies concerned with "Black" operations and describe, in functional terms, the responsibilities, missions, and tasks required in an organization to provide unified direction with authoritative coordination and control for the conducting of "Black" planning and operations.

**DIRECTIVES**

**Problem:**

To study, in collaboration with the Joint Chiefs of Staff, with a view to reconciling current terms of reference of supporting committees of the Joint Chiefs of Staff to permit expedited Joint Chiefs of Staff clearance with reference to the approved policy in SWINCC 304/1/2 namely, "That (4) plans, etc., \* Points of possible pertinence to the problem:

a. Describe or define and adequately differentiate the various psychological war

\* (See SWINCC 304/1/2, page 4, paragraph 5 d.)

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- (1) No approval or clearance by the NSC
- (2) No approval or clearance by the SANACC
- (3) No approval or clearance by the JCS
- (4) No approval or clearance by the Department of State
- (5) No approval or clearance by the Director PWD
- (6) No approval or clearance by the Director CIA
- (7) No approval or clearance by the Planning and Policy Board of the P.W.O.

(8) No approval or clearance by the White or Black Sub Committees of the Planning and Policy Board of the P.W.O.

(9) other directives.

b. Military commanders should receive psychological warfare directions from one authoritative source if practicable.

c. Plan should make provision for:

- (1) Expeditions handling and clearance.
- (2) Expeditions encoding and/or enciphering.
- (3) Adequate radio channels.
- (4) Priority appropriate to the situation.
- (5) Time of transmission report future.

d. In differentiating various classes of directives, consider aspects of:

- (1) Complete directives
- (2) Fragmentary directives
- (3) Guidance communications, etc.

e. Refer to: SWNCC 304/1/2 pages 23 and 24 Appendix B; subsection four three nine of para. 13 g (1)

f. Refer to: Plan flow diagrams 8/20/47 proposed by Navy member of the Sub Committee.

g. Refer to: JDE 68, 23 June 1948 A diagram proposed during a study of the functions and organization of the JCS and the COB.

**DECEPTION MATERIALS**

**Problem:**

Prepare, in coordination with agencies of policy concerned, (including, at appropriate JCS, SANACC, CIA, and NSC) a plan regarding deception materials to be used in psychological warfare operations.

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**RESEARCH AND DEVELOPMENT**

**Problem:**

To prepare a plan for making rapid evaluations of the effects of applied psychological measures and application of such evaluations into the research, planning, and administrative structure of the psychological warfare organization.

**Problem:**

To prepare a plan for research and development to improve psychological measures, methods and techniques.